### WHAT MONROE DOCTRINE MEANS

Useful at Home and Is Meeting With Recognition Abroad.

MAKES STRONG PLEA TO SAVE SANTO DOMINGO

Thinks Failure to Ratify Treaty Would Be a Grave Mistake.

ife, his power to do his duty toward himsife, his power to do his duty toward him-self and toward others, which really count; and if we substitute for the stand-ard of personal judgment which treats each man according to his merits, an-other standard in accordance with which all men of one class are favored and all men of another class discriminated against, we shall do irreparable damage to the body politic.

against, we shall do irreparable damage to the body politic.

I believe that our people are too sane, too self-respecting, too fit for self-government, ever to adopt such an attitude. This Government is not and never shall be government by a pintocracy. This Government is not and never shall be government by a mob. It shall continue to be in the future what it has been in the past, a government based on the cheary that each man, rich or poor, is to be treated simply and solely on his worth as a man, that all his personal and property rights are to be safeguarded and that he is neither to wrong others nor to suffer wrong from others.

Self-Government Is Noble.

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The noblest of all forms of government is self-government, but it is also the most difficult. We who possess this priceless boon, and who desire to hand it on to our children and our children's children, should ever bear in mind the thought so finely expressed by Burke: "Men are qualified for civil liberty in exact proportion to their disposition to put moral chains upon their own appetites; in proportion as they are disposed to listen to the counsels of the wise and good in preference to the flattery of knaves. Society can not exist unless a controlling power upon will and appetite be placed somewhere, and the tess of it there be within the more there must be without. It is ordained in the cisrual constitution of things that men of intemperate minds can not be free. Their passions forge their fetters."

The great insurance companies afford striking examples of corporations whose justices has extended so far beyond the jurisdiction of the States which created them as to preclude strict enforcement of supervision and regulation by the parent States. In my last annual message I recommended "that the Congress carefully consider whether the power of the Bureau of Corporations can not constitutionally be extended to cover interstate transactions in insurance."

Better Safeguards Needed.

Better Safeguards Needed.

Recent events have emphasized the im-sortance of an early and exhaustive consideration of this question, to see whether it is not possible to furnish better safeit is not possible to furnish better safe-guards than the several States have been able to furnish against corruption of the lagrant kind which has been exposed it has been only too clearly shown that certain of the men at the head of these large corporations take but small note of the ethical distinction between honesty and dishonesty; they draw the line only this side of what may be called law-honesty, the kind of honesty necessary in order to avoid failing into the clutches of the law. Of course the only complete remedy for this condition must be found in an aroused public conscience, a higher an aroused public conscience, a higher use of ethical conduct in the community at large, and especially among business men and in the great profession of the law, and in the growth of a spirit which condemns all distincesty, whether in rich men or in poor men, whether it takes the shape of bribery or of blackmail.

Much Can Be Done.

But much can be done by legislation which is not only drastic but practical. There is need of a far stricter and more uniform regulation of the vast insurance interests of this country. The United States should in this respect follow the policy of other nations by providing adequate National supervision of commercial quate National supervision of commercial interests which are clearly national in character. My predecessors have repeat-edly recognized that the foreign business of these companies is an imparter of these companies is an important part of our foreign commercial relations. Dur-ing the administrations of Presidents Cleveland, Harrison, and McKinley the State department exercised its influence, through diplomatic channels, to prevent unjust discrimination by fereign coun-tries against American Insurance compa-dies.

These negotiations Illustrated the pr riese negotiations illustrated the pro-priety of the Congress recognizing the national character of insurance, for in the absence of Federal legislation the State department could only give ex-pression to the wishes of the authorities of the several States, whose policy was ineffective through want of uniformity.

Interstate Insurance.

I repeat my previous recommendation that the Congress should also consider whether the Federal Government has any power or owes any duty with respect to domestic transactions in Insurance of an interstate character. That State supervision has proved inadequate is generally conceded. The burden upon insurance burden upon in therefore their companies, and therefore holders, of conflicting regulations of mar States, is unquestioned, while but litt effective check is imposed upon any ab and unscrupulous man who desires effective check is imposed upon any able and unscrupulous man who desires to exploit the company in his own interest at the expense of the policy-holders and of the public. The inability of the State to regulate effective insurance corpora-tions created under the laws of other States and transacting the larger part of their business elsewhere is also clear.

Demand for Remedy.

As a remedy for this evil of conflicting, ineffective, and yet burdensome regulations there has been for many years a widespread demand for Federal supervision. The Congress has already recognized that interstate insurance may be a proper subject for Federal legislation, for in creating the Bureau of Corporations it authorized it to publish and supply useful information concerning interstate corporations. "including corporations engaged in insurance." It is obvious that if the compilation of statistics be the limit of the Federal power, it is wholly ineffective to regulate this form of commercial intercourse between the As a remedy for this evil of conflicting, of commercial intercourse between States, and as the insurance business outgrown in magnitude the possibility of adequate State supervision, the Congress should carefully consider whether further legislation can be had. What is said above applies with equal force to fraternal and benevolent organizations which contract for life insurance.

people as a whole; for needs and desires are not necessarily identical.

Of course no change can be made on lines beneficial to, or desired by, one sec-tion or one State only. There must be something like a general agreement among the citizens of the several States, as represented in Congress, that the among the citizens of the several States, as represented in Congress, that the change is needed and deelered in the interest of the people as a whole; and there should then be a sincere, intelligent, and disinterested effort to make it in such shape as will combine, so far as possible, the maximum of good to the people at large with the minimum of necessary disregard for the special interests of localities or classes. But in time of peace the revenue must on the average, taking a series of years together, equal the expenditures or clas the revenues must be increased.

Calls for Readingtment

Calls for Readjustment.

Calls for Readjustment.

Last year there was a deficit. Unless our expenditures can be kept within the revenues then our revenue laws must be readjusted. It is as yet too early to attempt to outline what shape such a readjustment should take, for it is as yet too early to say whether there will be need for it. It should be considered whether it is not desirable that the tariff laws should provide for applying as against or in favor of any other Nation maximum and minimum tariff rates established by the Congress, so as to secure a certain reciprocity of trestment between our Nations and ourselves.

Closer Commercial Relations.

Closer Commercial Relations. Having in view even larger considera-tions of policy than those of a purely economic nature, it would, in my judg-ment, be well to endeavor to bring about closer commercial connections with the closer commercial connections with the other peoples of this continent. I am happy to be able to announce to you that Russia now treats us on the most-favored-nation basis.

### ECONOMY IS URGED

Rigid Scrutiny of Appropriations Is Necessary.

I earnestly recommend to the Congress the need of economy and to this end of a rigid scrutiny of appropriations. As examples merely, I call your attention to one or two specific matters. All unnecessary offices should be abolished. The Commissioner of the General Land-Office recommends the abolishment of the office of Receiver of Public Moneys for United States land offices. This will effect a saving of about a quarter of a million dollars a year. As the business of the Nation grows it is inevitable that there should be from time to time a legitimate increase in the number of officials, and this fact renders it all the more important that when offices become unnecessary they should be abolished.

Chance in Public Printing. the need of economy and to this end of

Chance in Public Printing.

In the public printing also a large sav-ing of public money can be made. There is a constantly growing tendency to pub-lish masses of unimportant information. It is probably not unfair to say that many tens of thousands of volumes are published at which no human being eve mand whatever No Cut in Navy.

Yet inspeaking of economy, I must in no wise be understood as advocating the faise economy which is in the end the worst extravagance. To cut down on the Navy, for instance, would be a crime against the Nation. To fail to push forward all work on the Panama canal would be as great a folly.

#### FOR ELASTIC CURRENCY

Circulation Must Be Adequate for Diversified Needs.

In my message of December 2, 1902, to be Congress 1 said: In my message of December 2, 1962, to the Congress I said:

"Interest rates are a potent factor in business activity, and in order that these rates may be equalized to meet the varying needs of the seasons and of widely separated communities, and to prevent the recurrence of financial stringencles which injuriously affect legitimate business, it is necessary that there should be an element of clasticity in our monetary system. Banks are the natural servants of commerce, and upon them should be placed, as far as practicable, the burden of furnishing and maintaining a circulation adequate to supply the needs of our diversified industries and of our domestic and foreign commerce, and the lissue of this should be so regulated that a sufficient supply should be always available for the business interests of the country."

Rigidity to Be Avoided.

Rigidity to Be Avoided.

Every consideration of prudence de-lands the addition of the element of chasticity to our currency system. The evil does not consist in an inadequate volume of money, but in the rigidity of this volume, which does not respond as it should to the varying needs of communities and of seasons. Inflation must be avoided; but some provision should be made that will insure a larger volume be made that will insure a larger volume of money during the fail and winter months can in the less active seasons of the year; so that the currency will contract against speculation, and will expand for the needs of legitimate business. At present the Treasury department is at irregularly recurring intervals obliged, in the interest of the business world—that is, in the interests of the American public—to try to avert financial crises by providing a remedy which should be providing a remedy which should be proyiding a remedy which should be pro-yided by Congressional action.

### BUSINESS OF DEPARTMENTS Methods in Many Cases Antiquated and Insufficient.

At various times I have instituted in At various times I have instituted investigations into the organization and conduct of the business of the executive departments. While none of these inquiries have yet progressed far enough to warrant final conclusions, they have alquiries have yet progressed far enough to warrant final conclusions, they have al-ready confirmed and emphasized the gen-eral impression that the organization of the departments is often faulty in prin-ciple and wasteful in results, while many of their business methods are antiquated and inefficient.

There is every reason why our executive There is every reason why our each act governmental machinery should be at least as well planned, economical, and efficient as the best machinery of the creat business organizations, which at great business organizations, which at present is not the case. To make it so is a task of complex detail and essentially executive in its nature; probably no legislative body, no matter how wise and able, could undertake it with reasonable prospect of success. prospect of success

Reorganization Advised.

I recommend that the Congress consider this subject with a view to provide by legislation for the transfer, distribution, consolidation and assignment of duties and executive organizations or parts of organizations, and for the changes in buffless methods, within or between the several departments, that will best promote the economy, efficiency and high character of the Government work.

### FEDERAL ELECTION LAW

Repeats Recommendation for Measure Against Corruption.

Against Corruption.

Against Corruption.

Against Corruption.

Against Corruption.

In my last annual message I said:

"The power of the Government to profuce the integrity of the elections of its I own officials is inherent and has been recognized and affirmed by repeated it is one enemy of free government more declarations of the Supreme court. There is no enemy of free government more vigorous measures to eradicate it. I recommend the enactment of a law directed against bribery and corruption in Federal elections. The details of such a law may be safely left to the wise discretion of the Congress, but It should go as far as under the Constitution it is possible to lay down any general rule by which to determine the noment when the reasons for will outweight the reasons against such a change. Much must depend, not merely on the needs, but on the desires, of the

# TRAINING IN THE ARMY AND NAVY

Efficiency of Man Behind the Gun Counts Very Largely.

NAVY NEEDS NO ADDITION TO NUMBER OF UNITS

But Modern Warships Should Be Substituted for Inefficient Types.

In political campaigns in a country as large and populous as ours it is inevitable that there should be much expense of an entirely legitimate kind. This, of course, means that many contributions, and some of them of large size, must be made, and, as a matter of fact, in any big political contest such contributions are always made to both sides. It is entirely proper both to give and receive them, unless there is an improper motive connected with either gift or reception. If they are extorted by any kind of pressure or promise, express or implied, di-If they are extorted by any kind of pres-sure or promise, express or implied, di-rect or indirect, in the way of favor or immunity; then the giving or receiving becomes not only improper but criminal. It will undoubtedly be difficult as a matter of practical detail to shape an act which shall guard with reasonable certainty against such misconduct; but if it is possible to secure by law the full and cerified publication in detail of all the sums contributed to and expended by the candidates or committees of any the candidates or committees of any political parties the result can not but

Use of Stockholders' Money

be wholesome.

Use of Stockholders' Money.

All contributions by corporations to any political committee or for any political committee or for any political committee or for any political purpose should be forbidden by law; directors should not be permitted to use stockholders' money for such purposes; and, moreover, a prohibition of this kind would be, as far as it went, an effective method of stopping the evils almed at in corrupt practices acts. Not only should both the National and the several State legislatures forbid any officer of a corporation from using the money of the corporation in or about any election, but they should also forbid such use of money in connection with any legislation save by the employment of counsel in public manner for distinctly legal services.

The first conference of nations held at The Hague in 1859, being unable to dispose of all the business before it, recommended the consideration and settlement of a number of important questions by another conference to be called subsequently and at an early date. These questions were the following: (1) The rights and duties of neutrals; (2) the limitation of the armed forces on land and sea, and of military budgets; (3) the use of new types and calibers of military and naval guns; (4) the involubility of private property at sea in times of war; (5) the bombardment of ports, cities, and villages by naval forces. In October, 1994, at the Instance of the Interparliamentary union, which, at a conference held in the United States and attended by the lawmakers of fifteen different nations, had reiterated the demand for a second conference of nations, I issued invitations to all the powers signatory to The Hague convention to send delegates to such a conference and suggested that it be again, held at The Hague. In its note of December 16, 1994, the United States Government communicated to the representatives of foreign governments its belief that the conference could be best arranged under the provisions of the present Hague treaty.

Powers Ail

Powers Ail Accepted.

From all the powers acceptance was re-cived, coupled in some cases with the ordition that we should wait until the nd of the war then waging between Ruscan of the war then waging between Rus-sia and Japan. The Emperor of Russia, immediately after the treaty of peace which so happily terminated this war, in a note presented to the President on Sep-tember 13, through Embassador Resen. a note presented to the President on September 13, through Embassador Rosen, took the initiative in recommending that the conference he now called. The United States Government in response expressed its cordial acquiescence and stated that it would, as a matter of course, take part in the new conference and endeavor to further its aims. We assume that all civilized governments will support the movement, and that the conference is now an assured fact. This Government will so everything in its power to secure the success of the conference to the end that substantial progress may be made the success of the conference to the end that substantial progress may be made in the cause of international peace, jus-tice, and good will.

Attitude Toward Pence.

This renders it proper at this time to say something as to the general attitude of this Government toward peace. More and more war is coming to be looked upon as in itself a lamentable and evil thing. A wanton or useless war, or a war of mere aggression-in short, any war begun or carried on in a conscience-less spirit, is to be condemned as a peculiarity atrocious crime against all huless spirit, is to be condemned as a peculiarly atroctous crime against all humanity. We can, however, do nothing of permament value for peace unless we keep ever clearly in mind the chical element which lies at the root of the problem. Our aim is righteousness. Peace is normally the handmaiden of righteousness; but when peace and righteousness; but when peace and righteousness; conflict then a great and upright people can never for a moment hesitate to follow the path which leads toward righteousness, even though that path also leads to war.

Follow False Analogy.

Follow False Analogy.

There are persons who advocate peace at any price; there are others who, folowing a faise analogy, think that be-ause it is no longer necessary in civilzed countries for individuals to protect heir rights with a strong hand. therefore unnecessary for nations to be ready to defend their rights. These perwould do irreparable harm to nation that adopted their principles, and even as it is they seriously hamper the cause which they advocate by tending to render it absurd in the eyes of sensible

render it absurd in the eyes of sensible and patriotic men.

There can be no worse foe of mankind in general, and of his own country in particular, than the demagogue of war, the man who in mere folly or to serve his own selfish ends continually rails at and abuses other nations, who seeks to excite his countrymen against foreigners on instificient pretexts, who excites and inflames a perverse and aggressive national vanity, and who may on occasions wantonly bring on conflict between his nation and some other nation.

Must Avoid Extremes

Must Avoid Extremes

Must Avoid Extremes.

But there are demagogues of peace just as there are demagogues of war, and in any such movement as this for The Hague conference it is essential not to be misled by one set of extremists any more than by the other. Whenever it is possible for a nation or an individual to work for real peace, assuredly it is fall-ure of duty not so to strive; but if war is necessary and righteous then either the man or the nation shrinking from it forfeits all title to self-respect. We have scant sympathy with the sentimentalist who dreads oppression less than physical suffering, who would prefer a shameful peace to the pain and toil sometimes lamentably necessary in order to secure a righteous peace.

As yet there is only a partial and imperfect analogy between international law and internal or municipal law, because there is no sanction of force for executing the former while there is in the latter. The private citizen is protected in his rights by the law because the law resis in the last resort upon force exercised through the forms of law. A man does not have to defend his rights with his own hand, because he can call upon

the police, upon the Sheriff's posse, upon the militia, or in certain extreme cases upon the army, to defend him. But there is no such sanction of force for interna-tional law.

Not Time to Disarm.

Not Time to Disarm.

At present there could be no greater calamity than for the free peoples, the enlightened, independent, and peace-loving peoples, to disarm while yet leaving it open to any barbarism or despotism to remain armed. So long as the world is as unorganized as now, the armies and navies of those peoples who on the whole stand for justice, offer not only the best, but the only possible, security for a just peace. For instance, if the United States alone, or in company only with the other nations that on the whole tend to act justly, disarmed, we might sometimes avoid bloodshed but we would cease to be of weight in securing the peace of justice—the real peace for which the most law-abiding and high-minded men must at times be willing to right.

Fight for Peace.

Fight for Peace.

Fight for Peace.

As the world is now, only that nation is equipped for peace that knows how to right and that will not shrink from fighting if ever the conditions become such that war is demanded in the name of the highest morality.

So much it is emphatically necessary to say in order both that the position of the United States may not be misunderstood, and that a genuine effort to bring nearer the day of the peace of justice among the nations may not be hampered by a folly which, in striving to achieve the impossible, would render it hopeless to attempt the achievement of the practical.

But while recognising most clearly all above set forth, it remains our clear duty to strive in every practicable way to bring nearer the time when the sword shall not be the arbiter among nations. At present the practical thing to do is to try to minimize the number of cases in which it, must be the arbiter, and to offer, at least to all civilized powers, some substitute for war which will be available in at least a considerable number of infor, at least to all civilized powers, some substitute for war which will be available in at least a considerable number of in-

#### Much Can Be Done.

Very much can be done through another Hague conference in this direction, and I most earnestly urge that this Nation do all in its power to try to further the novement and to make the result of the decisions of The Hague conference effective. I earnestly hope that the conference may be able to devise some way to make arbitration between nations the costemary way of settling international discussions. temary way of settling international dis-putes in all save a few classes of cases, which should themselves be as sharply defined and rigidly limited as the present governmental and social development of the world will nermit

governmental and social development of the world will permit.

If possible, there should be a general arbitration treaty negotiated among all the nations represented at the conference. Neutral rights and property should be protected at sea as they are protected on land. There should be an international agreement to this purpose and a similar agreement defining contraband of war.

Diminution in Wars.

During the last century there has been a distinct diminution in the number of wars between the most civilized nations. International relations have become closer, and the development of The Hague tribunal is not only a symptom of this growing closeness of relationship, but is a means by which the growth can be furthered. Our aim should be from time to time to take such steps as may be possible toward creating something like an organization of the civilized nations, because as the world becomes more highly organized the need for navies and armies will diminish.

It is not possible to secure anything like an immediate disarmament, because it would first be necessary to settle what peoples are on the whole a menace to the rest of markind, and to provide against the disarmament of the rest being turned into a movement which would really chiefly benefit these observed. During the last century there has distinct dimination by the numb

ing turned into a movement which would really chiefly benefit these obnoxious peo-ples; but it may be possible to exercise some check upon the tendency to swell indefinitely the budgets for military expenditure

Show Practical Faith.

Of course such an effort could succeed only if it did not attempt to do too much; and if it were undertaken in a spirit of sanity as far removed as possible from a merely bysterical pseudo-philanthropy. It

I have dwelt much on the dangers to be avoided by steering clear of any mere foolish sentimentality because my wish this second Hague conference may mark a long stride forward in the direction of securing the peace of justice throughout the world. No object is better worthy the attention of enlightened statesmanship

the world. No object is better throughout that the establishment of a surer method than now exists of securing justice as between nations, both for the protection of the little nations and for the protection of the little nations and for the prevention of war between the big nations. To this aim we should endeavor not only to avert bloodshed, but, above all, effectively to strengthen the forces of right.

The Golden Ruje should be, and as the world grows in morality it will be, the guiding rule of conduct among nations as among individuals, though the Golden Rule must not be construed, in fastastic manner, as forbidding the exercise of the police power. This mighty and free Republic should ever deal with all other States, great or small, on a basis of high honor, respecting their rights as jealously as it safeguards its own.

One of the most effective instruments for peace is the Monroe doctrine as it has been and is being gradually developed by this Nation and accepted by other nations. No other policy gould have been as efficient in promoting peace in the Western hemisphere and in giving to each nation thereon the connect to develope along.

the doctrine to changing conditi-would now be completely outworn, not meet any of the needs of the p would now be completely outworn, would not meet any of the needs of the present day, and indeed would probably by this time have sunk into complete oblivion. It is useful at home, and is meeting with recognition abroad because we have adapted our application of it to meet the growing and changing needs of the hem-ishers.

Committed to Consequences.

When we announce a policy, such as the Monroe doctrine, we thereby commit ourselves to the consequences of the policy, and those consequences from time to time alter. It is out of the question to claim a right and yet shirk the responsibility for its exercise. Not only we, but all American republics who are benefited by the existence of the doctrine, must recognize the obligations each nation is under as regards foreign peoples no less than its duty to insist upon its own rights.

Rights Desnly Concerned.

Rights Deeply Concerned.

That our rights and interests are deeply concerned in the maintenance of the doc-trine is so clear as hardly to need argu-ment. This is especially true in view of

As a mere matter of self-defense we must exercise a close watch over the approaches to this canal; and this means that we must be thoroughly alive to our interests in the Caribbean sea.

There are certain essential points which must never be forgotten as regards the Monroe doctrine. In the first place we must as a nation make it evident that we do not intend to treat it in any shape or way as an excuse for aggrandizement on do not intend to treat it in any shape or way as an excuse for aggrandizement on our part at the expense of the republics to the south. We must recognize the fact that in some South American countries there has been much suspicion lest we should interpret the Monroe doctrine as in some way inimical to their interests, and we must try to convince all the other nations of this continent once and for all that no just and orderly government has anything to fear from us.

Meet on Equality.

There are certain republics to the south of us which have already reached such a point of stability, order, and prosperity that they themselves, though as yet hardly consciously, are among the guarantors of this doctrine. These republics we now meet not only on a basis of entire equality, but in a spirit of frank and respectful friendship, which we hope is mutual. If all of the republics to the south of us will

HAS A GOOD WORD FOR RECLAMATION

Creation Small Farms Offsets Tendency to Foster Land Monopoly.

GOVERNMENT SHOULD CONTROL OPEN RANGE

Advises Following General Policy in Operation on Forest Reserves.

enly grow as those to which I allude have already grown, all need for us to be the especial champions of the doctrine will disappear, for no stable and growing American republic wishes to see some great non-American military power acquire territory in its neighborhood. All that this country desires is that the other quire territory in its neighborhood. Al-that this country desires is that the other republics on this continent shall be happy and prosperous, and they can not be hap-py and prosperous unless they maintain order within their boundaries and behave with a just regard for their obligations toward outsiders.

No Territorial Aggression.

No Territorial Aggression.

It must be understood that under no circumstances will the United States use the Monroe doctrine as a cloak for territorial aggression. We desire peace with all the world, but perhaps most of all with the other peoples of the American continent. There are of course limits to the wrongs which any self-respecting nation can endure. It is always possible that wrong actions toward this Nation, or toward citizens of this Nation, in some State unable to keep order among its own State unable to keep order among its people, unable to secure justice from siders, and unwilling to do justice those outsiders who treat it well, may sult in our having to take action to tect our rights; but such action will be to the control of he taken with a view to territorial ag gression, and it will be taken at all only with extreme reluctance and when it has evident that every other resource has been exhausted

Not a Shield for Misdeeds.

Moreover, we must make it evident that we do not intend to permit the Monroe doctrine to be used by any nation on this continent as a shield to protect it from the consequences of its own misdeeds against foreign nations. If a republic to the south of us commits a tort against a foreign nation, such as an outrage against a citizen of that nation, then the Monroe doctrine does not force us to interfere to prevent punishment of the tort, save to see that the punishment does not assume the form of territorial occupation in any shape. The case is more difficult when it refers to a contractual obligation. Our own Government has always refused to enforce such contractual obligations or behalf of its citizens by an appeal to arms. It is much to be wished that all foreign Governments would take the same view. But they do not; and in consequence we are liable at any time to be brought face to face with disagreeable alternatives. Moreover, we must make it evident that

be brought face to face with disagreeable alternatives.
On the one hand, this country would certainly decline to go to war to prevent a foreign Government from collecting a just debt, on the other hand, it is very inadvisable to permit any foreign power to take possession, even temporarily, of the custom-houses of an American republic in order to enforce the payment of its obligations; for such temporary occupation might turn into a permanent occupation

Escape From Alternatives.

The only escape from these alternatives may at any time be that we must our-elves undertake to bring about some arges undertake to bring about some argement by which so much as possible
a just obligation shall be paid. It is
better that this country should put
ough such an arrangement, rather
n allow any foreign country to undere it. To do so insures the defaulting than allow any foreign country to undertake it. To do so insures the defaulting republic from having to pay debts of an improper character under durens, while it also insures honest creditors of the republic from being passed by in the intercest of dishonest or grasping creditors. Moreover, for the United States to take such a position offers the only possible way of insuring us against a clash with some foreign power. The position is, therefore, in the interest of peace as well as in the interest of justice. It is of benefit to our people; it is of benefit to our people; it is of benefit to foreign peoples; and most of all it is really of benefit to the people of the country concerned.

oncerned Fundamental Object.

This brings me to what should be one of the fundamental objects of the Monroe doctrine. We must ourselves in good faith try to help upward toward peace and order those of our sister republies which need such help. Just as there has been a gradual growth of the ethical element in the relations of one individual to nother, so we are, even though slowly more coming to recognize th of bearing one another's only as among individuals, but also as amone nations.

Santo Domingo's Appeal.

Santo Domingo, in her turn, has now made an appeal to us to help her, and no only every principle of wisdom but every conerous instinct within us bids us re-pond to the appeal. It is not of the spond to the appeal. It is not of the slightest consequence whether we grant the aid needed by Santo Domingo as an incident to the wise development of the Monroe doctrine, or because we regard the case of Santo Demingo as standing wholly by itself, and to be treated as such, and not on general principles or with any reference to the Monroe doctrine. The important point is to give the needed aid, and the case is certainly sufficiently peculiar to deserve to be judged purely on its own merits. On Verge of Dissolution

On Verge of Dissolution.

The conditions in Santo Domingo have for a number of years grown from bad to worse until a year ago all society was on the verge of dissolution. Fortunately, just as this time a ruler sprang up in Santo Domingo, who, with his colleagues, saw the dangers threatening their country and appealed to the friendship of the only great and powerful neighbor who possessed the power, and as they hoped also the will to help them. There was imminent danger of foreign intervention. The previous rulers of Santo Domingo had recklessly incurred debts, and owing to her internal disorders she had ceased to be able to provide means of paying the debts. The patience of her foreign creditors had become exhausted, and at least two foreign nations were only prevented from interventing by the unofficial assurance of this Government that it would itself strive to help Santo Domingo in her hour of need.

Prevented Intervention.

Prevented Intervention

In the case of one of these nations, only the actual opening of negotiations to this end by our Government prevented the seizure of territory in Santo Domlingo by a European power. Of the debts incurred some were just, while some were not of a character which really renders it obligatory on, or proper for, Santo Domlingo to pay them in full. But she could not pay any of them unless some stability was assured her Government and people.

Temporary Arrangement.

Temporary Arrangement.

Accordingly the executive departm of our Government negotiated a tre under which we are to try to help Dominican people to straighten out their finances. This treaty is pand; Dominican people to straighten out their finances. This treaty is pending before the Senate. In the meantime a temporary arrangement has been made which will last until the Senate has had time to take action upon the treaty. Under this arrangement the Dominican Government has according Americans. action upon the treaty. Under this arrangement the Dominican Government has appointed Americans to all the important

revenues, turning over 45 per cent to the Government for running expenses and putting the other 55 per cent into a safe depositary for equitable division in case the treaty shall be ratified, among the various creditors, whether European or American.

Gives Moral Power.

Gives Moral Power.

The custom-houses offer well-nigh the only sources of revenue in Santo Domingo, and the different revolutions usually have as their real aim the obtaining possession of these custom-houses. The mere fact that the collectors of customs are Americans, that they are performing their duties with efficiency and honesty, and that the treaty is pending in the Senate, gives a certain moral power to the Government of Santo Domingo which it has not had before. This has completely discouraged all revolutionary movement, while it has already produced such an increase in the revenues that the Government is actually getting more from the 45 per cent that the American collectors turn over to it than it got formerly when it took the entire revenue. It is enabling the poor harassed people of Santo Domingo once more to turn their attention to industry and to be free from the curse of interminable revolutionary disturbance. It offers to all bona fide creditors. American and European, the only really good chance to obtain that to which they are justly entitled, while it in return gives to Santo Domingo the only opportunity of defense against claims which it ought not to pay, for now if it meets the views of the Senate we shall ourselves thoroughly examine all these claims, whether American or foreign, and see that none that are improper are paid.

Opposition to Treaty. improper are paid.

Opposition to Treaty.

There is, of course, opposition to the treaty from dishonest creditors, foreign and American, and from the professional revolutionists of the island itself. We have already reason to believe that some of the creditors who do not dare expose their claims to honest scrutiny are endeavoring to stir up sedition in the island and opposition to the treaty. In the meantime I have exercised the authority vested in my by the joint resolution of the Congress to prevent the introduction of arms into the island for revolutionary purposes.

purposes.

Under the course taken, stability and order and all the benefits of peace are at last coming to Santo Domingo, danger of foreign intervention has been suspended, and there is at last a prospect that all creditors will get justice, no more and no less. If the arrangement is terminated by the failure of the treaty chaos will follow; and if chaos follows, sooner or later this Government may be involved in serious difficulties with foreign governments over the island, or else may be forced itself to intervene in the island in some unpleasant fashion.

Independence Respected.

Independence Respected.

Independence Respected.

Under the proposed treaty the independence of the island is scrupulously respected. the danger of violation of the Monroe doctrine by the intervention of foreign powers vanishes, and the interference of our Government is minimized, so that we shall only act in confunction with the Santo Domingo authorities to secure the proper administration of the customs, and therefore to secure the Dominican Government against demands for unjust debts and to secure the Dominican Government against demands for unjust debts. The proposed method will give the people of Santo Domingo the same chance to move onward and upward which we have already given to the people of Cuba. It will be doubly to our discredit as a nation if we fail to take advantage of this chance; for it will be of incalculable damage to Santo Domingo. Every consideration of wise policy, and, above all, every consideration of large generosity, bids us meet the request of Santo Domingo as we are now trying to meet it.

We cannot consider the question of our foreign policy without at the same time treating of the army and the navy. We now have a very small army—indeed, one well-nigh infinitesimal when compared with the army of any other large nation. Of course the army we do have should be as nearly perfect of its kind and for fits size as is possible. I do not believe that any army in the world has a better average of enlisted man or a better type of junior officer; but the army should be trained to act effectively in a mass.

Provision should be made by sufficient appropriations for maneuvers of a practual service conditions; every march, for instance, being made with the soldier loaded exactly as he would be in an actual service conditions; every march, for instance, being made with the soldier loaded exactly as he would be in an actual service conditions; every march, for instance, being made with the soldier loaded exactly as he would be in an actual service conditions; every march, for instance, being made with the soldier loaded ex

Should Be Less Posts. The number of posts in which the army is kept in time of peace should be materially diminished and the posts that are left made correspondingly larger. No local interests should be allowed to stand cal interests should be allowed to stand; the way of assembling the greater part, the troops which would at need form in field armies in stations of such size is will permit the best training to be yen to the personnel of all grades, injuding the high officers and staff officers. To accomplish this cod we must two not company or regimental garrisms, but brigade and division garrisons, remotion by mere senerity can never Promotion by mere seniority can never result in a thoroughly efficient corps of efficers in the higher ranks unless there ecompanies it a vigorous weeding-out

Weeding-Out Process.

process

Weeding-Out Process.

Such a weeding-out process—that is such a process of selection—is a chief feature of the four years course of the young officer at West Point. There is no good reason why it should stop immediately upon his graduation. While at West Point he is dropped unless he comes up to a certain standard of excellence, and when he graduates he takes rank in the army according to his tink of graduation. The results are tink of graduation. The results are tink of graduation. The results are tink of graduation and there should be in the army itself something that will achieve the same end. After a certain age has been reached the average officer is unfit to do good work below a certain grade. Provision should be made for the promotion of exceptionally meritorious men over the heads of their comrades and for the retirement of all men who have reached a given age without getting beyond a given rank; this age of retirement of course changing from rank to rank. In both the army and the navy there should be some principle of selection, that is of promotion for merit, and there should be a resolute effort to eliminate the aged officers of reputable character who possess no special efficiency.

Some Increases Needed.

Some Increases Needed. There should be an increase in the coast artillery force, so that our coast fortifications can be in some degree adequately manned. There is special need for an increase and reorganization of the medical department of the army. In both the army and navy there must be the same thorough training for duty in the staff corps as in the fighting line. Only by such training in advance can we be sure that in actual war field operations and those at sea will be carried on successfully. The importance of this was shown conclusively in the Spanish-American and the Russo-Japanese wars. The work of the medical departments in the Japanese army and navy is especially worthy of study.

I recew my recommendation of Janu-There should be an increase in the coast

study. I renew my recommendation of January 9, 1905, as to the medical department of the army and call attention to the equal importance of the needs of the staff corps of the navy. In the medical department of the navy the first in importance is the reorganization of the hospital corps, on the lines of the Gallinger bill (5, 3984, February 1, 1904), and the reapportionment of the different grades of the medical officers to meet service requirements.

Medical Officers' Pay

Medical Officers' Pay.

Medical Officers' Pay.

It seems advisable also that medical officers of the army and navy should have similar rank and pay in their respective grades, so that their duties can be carried on without friction when they are brought together. The base hospitals of the navy should be put in condition to meet modern requirements and hospital ships be provided. Unless we now provide with ample forethought for the medical needs of the army and navy appailing suffering of a preventable kind is seems to occur if ever the country goes to

# FEDERAL BUREA OF NATURALIZA

Report of Commission quire Into Question Indorsed.

JURISDICTION TO NATU CONFINED TO U. S.

> Until Ninety Days Filing Petition.

No Alien to Be Given Citi

war. It is not reasonable to a cessful administration in time of department which lacks a th numbers of officers necessary the medical service in time of need men who are not merely they must be trained in the attion of military medical service. Navy Must Be Large

Navy Must Be Larg

Our navy must, relatively to of other nations, always be size than our army. We have ity continued for a number of build up our navy, and it reached a fairly high standar ciency. This standard of emeinot only be maintained, but in does not seem to me necessary that the navy should—at least mediate future—be increased by present number of units. We clearly necessary is to substitute for inefficient units as the lat worn-out or as it becomes appring the standard of the substitute of the substit

Lessons of Recent His Recent naval history has certain lessons which ought; which do, need emphasis. Sepedo boats or destroyers are ble, not only for making night surprise upon an enemy, but et le for finishing already crip Under exceptional circumstamarine boats would doubtless Fast scouts are needed.

marine boats would doubtles. Fast scouts are needed, strength of the navy, hower can only lie in the great bat heavily-armored, heavily-gun which decide the mastory of Heavy-armed cruisers also puseful part, and unarmed swift enough, are very deen getteen antagonists of an equal prowess the comparative of the instruments of war widetermine the fight. But it true that the man behind them in the engine-room, and man in the engine-room, and the conning tower, considere individually, but especially wil the way in which they work t even more important than t with which they work.

Men Behind Guns The most formidable battle course helpless against even a ser if the men abroad it are anything with their guns; and well-handled cruisers may cou in an engagement with mi vessels, if the men aboard to ineffective, whether from lace or from any other cause. It ships are most formidable when well handled, but they useless when not well handled can not be handled at all wand careful training. This is

and careful training. This tunder no circumstance be some war has broken out. ship of the first class should up save for necessary repair crew should be kept constant on the highest point of perfect the most powerful battleship out to meet a formidable enough to invite but to insure disprace. To improvise crews disgrace. To improvise crews break of a war, so far as break of a war, so far as fighting craft are concerned, by hopeless. If the officers a not thoroughly skilled in, an been thoroughly trained to, it would be far better to kee in port during hostilities them against a formidable of the result could only be that be either aunk or captured.

Need More Seam The marksmanship of our on the whole in a gratifyl and there has been a great In fleet practice. We need a and there has been a great I in fleet practice. We need ad men; we need a large store guns: we need sufficient mone target practice, ample practikind at sea. We should su comparatively inefficient typitrid-class battleship Texas, turreted monitors above men indeed all the monitors and old cruisers-efficient, modern vessels. Seagoing torpedo-bas should be substituted for so smaller torpedo boats. During ent Congress there need be at to the aggregate number of thavy.

ent Congress there need to the aggregate number of anavy.
Our navy, though very smal to the navies of other nations present sufficient in point of a current sufficient in point of the current sufficient in the sufficient in the tent of the way of substitution as about the way of substitution as about the legislation therein advocation of the Congress, especially with the legislation therein advocation of the point in the expression of the confirm the expression to make a careful to confirm the expression to make a careful to make a careful to of our naturalization is suggest appropriate measures notorious abuses resulting from the provident or unlawful granting the provident or unlawful granting into the current of the Department of Department of Department of Justice, and partment of Commerce and discharged the duty imposed thas submitted a report, whit transmitted to the Congress sideration, and, I hope, for it action.

Distinguishing Recomment

Distinguishing Recomme The distinguishing recomm The distinguishing receives the commission are. First—A Federal bureau of tion, to be established in the of Commerce and Labor, to administration of the natural and to receive returns of nat pending and accomplished. Second—Uniformity of a certificates, fees to be charged

Third-More exacting quali Fourth—The proliminary de intention to be abolished and